



October 2010

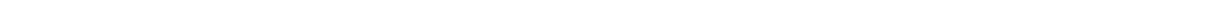


City of  
**Dillingham**  
**COMPREHENSIVE PLAN UPDATE  
& WATERFRONT PLAN**



Developed by the City of Dillingham  
with assistance from  
Agnew::Beck Consulting,  
Land Design North  
and PND Engineers.

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Cover photo of worker courtesy Southeast Alaska Vocational and Educational Center.

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# ACKNOWLEDGEMENTS

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## Thank You

Between November of 2009 and August of 2010 the community of Dillingham, led by the Dillingham Planning Commission, with help from Agnew::Beck and Associates, reviewed the City's history, status, current state of development, and plans for the future.

This 2010 update of the City's Comprehensive Plan tackled everything from the basic water and sewer infrastructure to the more difficult planning issues of the day: energy, economic development, use of the waterfront area, marine and land transportation, area trails, housing, and the overall health and well-being of its people.

There was very wide participation by members of the community and all the regional organizations that dedicated staff to attend the meetings on their behalf. Many members of the community picked one or two elements of the plan to focus on and then attended multiple meetings and did additional work to make sure that the plan was factual, clear, and headed in the right direction

Agnew::Beck Consulting LLC provided constant support and assistance and helped us reach above and beyond most community comprehensive plans.

We are deeply grateful to those who became involved and contributed their knowledge and experience to the improvement of our dear community.

In concert with other community and regional planning efforts, we seek and have hopes for a brighter future for all Dillingham citizens and our neighboring communities.

Planning Commissioners:

Paul Liedberg

Terry Hoefflerle

Izetta Chambers

Rachel Muir

Russell Nelson

Bill Rodawalt

Jody Seitz, Planning Director

January 2012

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# **RESOLUTIONS**

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Resolutions from Governing Entities

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# City of Dillingham

## Comprehensive Plan Update & Waterfront Plan

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# INTRODUCTION

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## About the Project

The City of Dillingham, Alaska, has engaged in seven major planning efforts to improve the community beginning in 1963, followed by state funded planning in 1971, 1981, 1982, and 1985. The City updated Chapter 6 of the 1985 Comprehensive Plan in 1998 and partly updated the whole plan again in 2006. Due to transition at the City that plan was never completed and adopted by the Dillingham City Council. In 2009, the City contracted with Agnew::Beck, Land Design North and PND Engineers to work with the City and the community to complete a full update of the existing Comprehensive Plan. This is the Public Review Draft of the plan that presents work completed to date by citizen work groups, City staff and the consultant team.

## Purpose of the Plan

The comprehensive plan is the community's statement of what it wants to be in the future. The purpose of this plan is to provide a framework for orderly development and guidance for the City Council in its decisions.

Specific elements include:

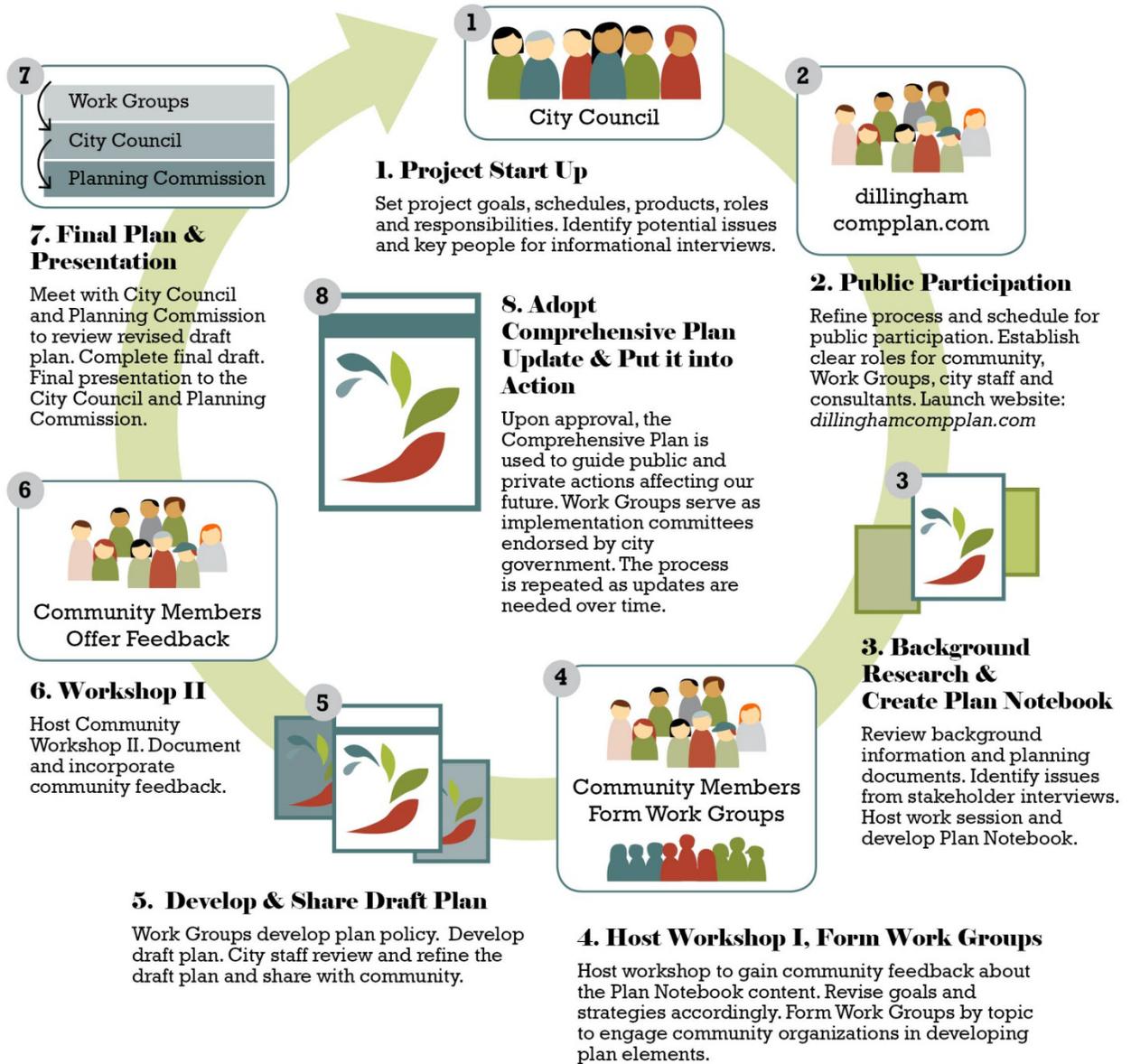
- Land Use and Housing
- 5 to 10-Year Waterfront Plan
- Transportation
- Community Wellness
- Public Services and Facilities
- Energy
- Economic Development
- Implementation

## The Role of the Planning Commission

Per Dillingham Municipal Code 2.68.160 A.(1) The Planning commission shall prepare and recommend to the city council the following: 1. A comprehensive plan consisting of maps and related texts for the systematic development of the city; 2. Land use regulations to implement the comprehensive plan 3. A subdivision ordinance; 4. The official map of the city, an annual update of a six year capital improvement projects plan; 6. Modifications to the documents specified in subdivision 1 through 5 of this subsection; and 7. A review of proposed community structures and facilities for consistency with the comprehensive plan.

Following adoption of this plan by the Dillingham City Council, the Planning Commission will establish a process to review the Plan annually in coordination with the City Council's Strategic Planning process and the annual Capital Improvement Projects planning process. The Planning Commission will maintain the comprehensive plan as an item on its agenda at its monthly meetings, monitor progress on the plan and will annually present an update on its progress to the City Council.

Figure 1.1 What is a Comprehensive Plan?



A Comprehensive Plan is ...	A Comprehensive Plan is not ...
<p>A general statement of community goals</p> <p>Long term; looks ahead 10, 20, 30 years</p> <p>A means to gain local control over changes affecting community life</p> <p>A means to acquire resources to carry out community priorities (e.g., a reference for grant applications)</p> <p>The foundation for a range of implementation actions: roads, trails, public facilities, land use policies</p>	<p>A zoning ordinance</p> <p>An application for incorporation</p> <p>A method for taxation</p>

## Support in State Statutes

In Alaska, comprehensive plans are mandated of all organized municipalities by Title 29 of the Alaska State Statutes. The key elements of the statute (Sec. 29.40.030) are summarized below:

The comprehensive plan is a compilation of policy statements, goals, standards, and maps for guiding the physical, social, and economic development, both private and public, of the municipality, and may include, but is not limited to, the following:

- Statements of policies, goals, and standards;
- Land use plan;
- Community facilities plan;
- Transportation plan; and,
- Recommendations for implementing a comprehensive plan.

## Process to Prepare the Plan

The process to prepare this plan began in the fall of 2009. Outlined below is an overview of the planning process to date and anticipated next steps. This process captured the concerns of a broad spectrum of people including Elders, youth, business owners, employers, property owners, civic leaders and other community residents.

- Interviews and focus groups with stakeholders (September - November 2009): Initial interviews and a round of community focus groups were completed in November 2009.
- Review of relevant planning documents (September - December 2010): Consultants worked with City staff to develop a comprehensive list of relevant background documents to provide a baseline of information, including past and current planning efforts.
- Development of the Plan Notebook (November - January 2010): The Plan Notebook presented background information on the community and a collage of ideas and images for the future of Dillingham, based on interviews and conversations with community residents and a review of background documents and other research. The Notebook provided a starting point for the

community to develop a shared vision and a common set of goals and objectives for Dillingham's future.

- Community Workshop I (January 19<sup>th</sup> 2010): During the first community workshop, residents provided feedback on the Plan Notebook.
- Work Groups & Development of Draft Comprehensive Plan (January 2010 - April 2010): After the first community workshop, community residents formed four work groups by plan element: Land Use and Transportation, Waterfront, Energy and Economic Development, Community Wellness and Public Facilities. Work groups started with concepts presented in the Plan Notebook and worked together in a series of meetings to identify community goals, objectives and strategies for each policy chapter. The work groups identified a timeline for each priority and a community entity to lead each effort. This work is included in the Public Review Draft.
- Media (throughout planning process): A project website was established for the planning process so that Dillingham residents would have easy access to all project information, resource data, schedules, workshop dates, and draft documents. KDLG and the Bristol Bay Times advertised the main events of the planning process.
- Community Workshop II (May 19<sup>th</sup> 2010): At the second community workshop Dillingham residents will review the Draft Comprehensive Plan Update and provide feedback on work done so far.
- Giving Your Feedback on the Public Review Draft of the Comprehensive Plan Update (May - July 30<sup>th</sup> 2010): The City will be accepting comments on the Public Review Draft through July 30, 2010.

## Community Planning History

Since 1963, the City of Dillingham has engaged in seven major planning efforts to improve the community beginning in 1963, with updates in 1981, 1982, 1985, 1998, and 2006. Several key plans are described below:

The 1985 Dillingham Comprehensive Plan includes extensive information on the physical conditions and development suitability of land in the City. It focuses on the economic impact of the salmon fishery, and was prepared concurrently with the 1985 Dillingham Port/Harbor Development Study, which presents alternatives for Dillingham to improve economic benefits of fishery activities.

Twenty years later, the 2006 Dillingham Draft Comprehensive Plan takes a broader approach toward planning for Dillingham's future. This plan sets out a vision to, by 2015, have an infrastructure that supports a sustainable, diversified and growing economy for Dillingham. Plan goals address land use, government, public utilities, transportation, economic development, and community facilities and programs.

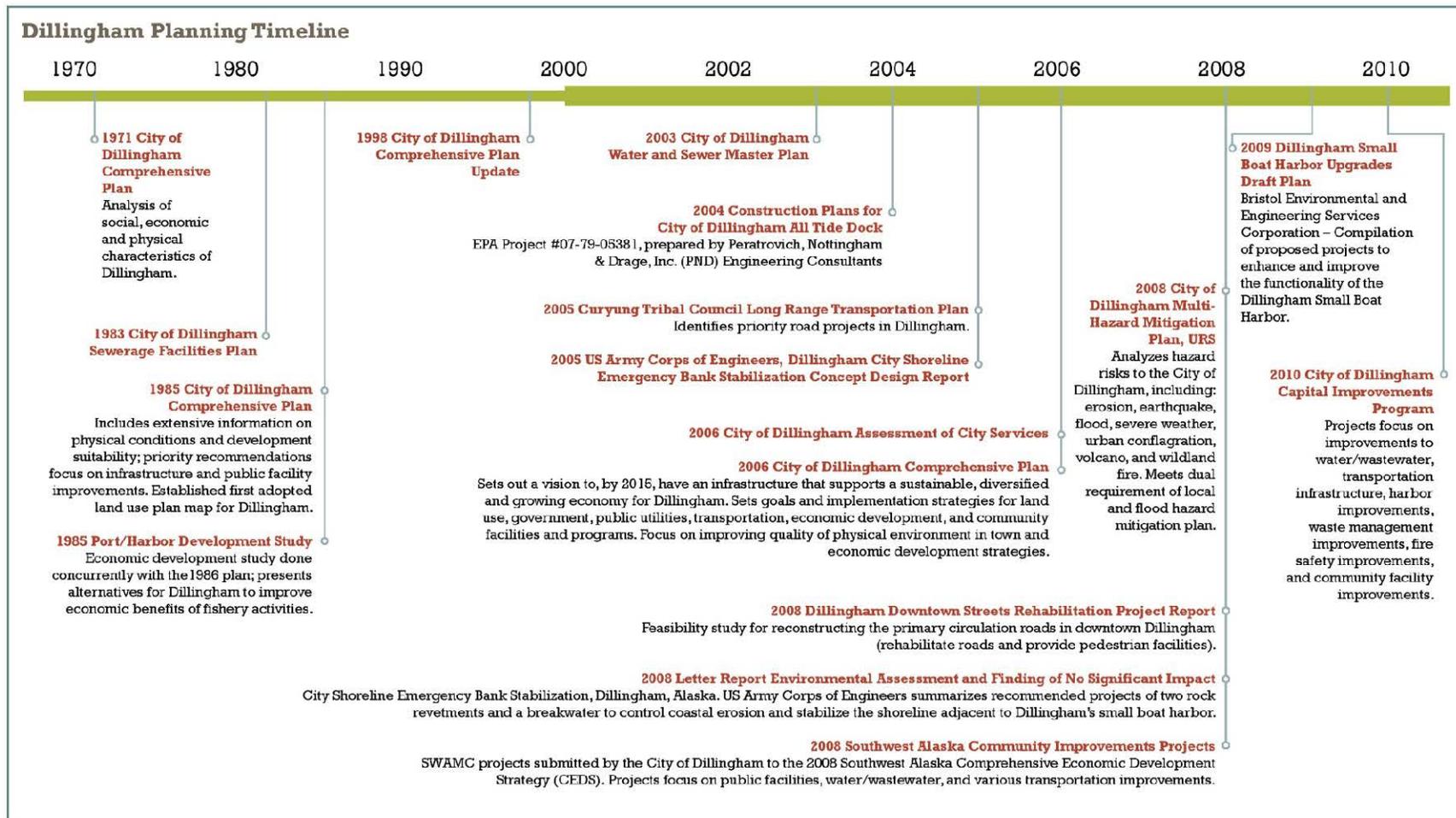
Four years later, the City faces a renewed interest in strengthening and broadening the local economy due to recent spikes in energy costs, out-migration from the city

and region, and a need to provide alternatives to unsustainable large-scale mineral exploration upstream. This 2010 update to the Comprehensive Plan takes an even broader approach, incorporating goals for sustainable energy production and consumption, wellness, economic development, land use and transportation, as well as a waterfront plan to specifically address the Dillingham harbor and waterfront.

The 2010 Comprehensive Plan Update builds upon several other recent planning efforts for the City of Dillingham, including:

- The 2008 Multi-Hazard Mitigation Plan, which analyzes hazard risks to the City of Dillingham such as erosion, earthquake, flood, severe weather, urban conflagration, volcano, and wildland fire.
- The 2009 Dillingham Small Boat Harbor Upgrades Plan, which identifies and plans for future projects within the Dillingham Small Boat Harbor. Proposed projects consist of new and renovation projects to enhance and improve the functionality of the Dillingham Small Boat Harbor.
- The Dillingham Downtown Streets Rehabilitation Project Report, which plans for reconstructing the primary circulation roads in downtown Dillingham with a focus on safety and enhancing pedestrian facilities.
- The 2003 Water and Sewer Master Plan, which identifies, plans and documents the costs and considerations for improvements and expansions to the community's water and wastewater facilities.
- The 2006 City of Dillingham Draft Comprehensive Plan, which provided priorities and goals for the City, as well as an updated draft land use plan.
- The 2008 U.S. Army Corps of Engineers City Shoreline Emergency Bank Stabilization Assessment, which describes a proposed solution to coastal erosion problems adjacent to Dillingham's small boat harbor. The 2009 Letter Report states the final outcomes of the 2008 Army Corps of Engineers assessment.
- Capital Improvement Plans, which determine and prioritize capital improvements on a yearly basis.

Figure 1.2 Dillingham Planning Timeline





# REGIONAL CONTEXT

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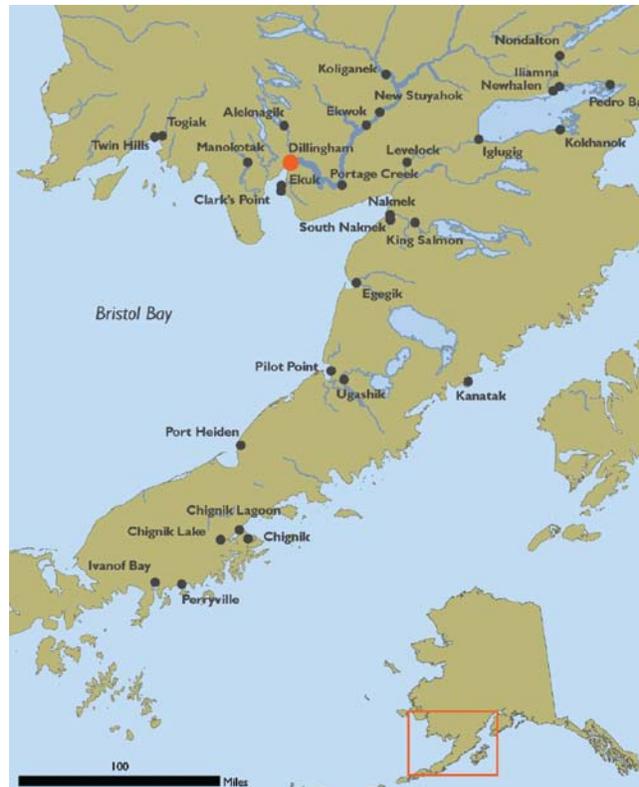
## Introduction

The Regional Context chapter gives an overview of the land, history, people, and economy of Dillingham and the Bristol Bay Region.

## Dillingham Community and Region

Located in southwestern Alaska, the Bristol Bay region consists of vast, diverse, largely roadless wilderness, punctuated by remote villages. Its boundaries extend from the village of Nondalton on the east (located on the west shore of Six Mile Lake, between Lake Clark and Iliamna Lake) to Perryville on the south coast of the Alaska Peninsula, an area encompassing over 40,000 square miles.

As of 2008, the State of Alaska Division of Community and Regional Affairs estimated the region's population at 7,374 residents. Bristol Bay villages are predominantly Alaska Native, including Aleut/Alutiiq, Dena'ina Athabascan, and Yupik.<sup>1</sup> The Aleut/Alutiiq historically inhabited the communities on the Pacific ocean side of the Alaska Peninsula, the Dena'ina Athabascan are from the areas surrounding Lake Clark and Iliamna Lake, and the Yupik traditionally inhabit the coastal villages of Bristol Bay. The map on the right shows the location of the villages in the region.



**Map 2.1 Villages in Bristol Bay Region**

Bristol Bay's rivers and streams support the world's largest red salmon run, which has attracted people for centuries for both subsistence and commercial fishing. Because of the long history of commercial fishing, many different kinds of people have come to Bristol Bay and settled there, making it a culturally diverse region.

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<sup>1</sup> Population information from U.S. Census Bureau for Dillingham, Bristol Bay and Lake and Peninsula Boroughs.

Bristol Bay was named in honor of the Earl of Bristol by Captain James Cook in 1778 as he searched for the northwest passage to the Atlantic. At Cape Newenham he sent an officer ashore for reconnaissance who named the cape and claimed the country for King George III.

At the time of first European contact the primary residents of the Nushagak area were the Yup'ik people. The point of land Dillingham occupies was a seasonal stopping point for Alaska Natives who depended on the wildlife and plants that were abundant in the area. The Yup'ik word for the point of land, "Curyung," loosely translated means "dirty water" and may refer to the place as the point where the clean and muddy waters of the Wood and Nushagak Rivers meet. It was the name given to the point of land that provided access to both the Wood and Nushagak Rivers.

Russian fur traders erected Alexandrovski Redoubt (Post) directly across the bay from the current site of Dillingham in 1818. By 1837 this site had become a community known as Nushagak. Native groups from the Nushagak Region, the Kuskokwim Region, the Alaska Peninsula and Cook Inlet came to the area to visit, trade, or live at the post. In 1841 a Russian Orthodox Mission was officially established at Nushagak. In 1867 Russia sold the Alaska territory to the United States.

The first salmon cannery in the Bering Sea was constructed at Kanulik across the bay from Dillingham in 1883.<sup>2</sup> The next two canneries were built on the Dillingham side in 1885 and 1886. Ten more canneries were established within the region of Nushagak Bay over the next seventeen years.

In the meantime the Moravian church established a mission near Kanulik in 1886 and called its settlement Carmel. The settlement also later operated a hospital, an industrial school and started a herd of 88 reindeer. The church ceased operations there in 1904.<sup>3</sup>

By the early part of the last century the small settlement area previously known as Curyung had become known as Snag Point. The post office of Dillingham was established on Snag Point in 1904. The town of Dillingham, however, was located three miles to the southwest at what is now locally known as "Olsonville" near the present day Kanakanak hospital.

Judge James Wickersham officially named the area to honor his friend Senator William Paul Dillingham who toured Alaska with his Senate subcommittee. It was the first comprehensive investigation of Alaska by a congressional committee. A post office at Kanakanak was established in 1929 but discontinued in 1944 and the name Dillingham transferred to Snag Point where the post office had been assigned since 1904.<sup>4</sup>

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<sup>2</sup> Branson, John and Tim Troll. Our Story: Readings from Southwest Alaska, An Anthology. Alaska Natural History Association. Anchorage, Alaska. 2006

The Silver Fleece: An Economic Study of the Bristol Bay Region. 1958. Alaska Rural Development Board, Juneau, Alaska., *in*<sup>3</sup> Tryk, Nyman, Hayes. City of Dillingham comprehensive Plan. 1985

<sup>4</sup> Ibid.

A government school building was erected at the Native village of Kanakanak in 1909. Dr. Hiram French, a cannery doctor who had come up with the Alaska Packer's Association in 1908, and became head of the government hospital at Carmel in 1911, relocated the hospital facility from Carmel to the school building at Kanakanak, in 1913.<sup>5</sup>

Various diseases are said to have severely reduced the Bristol Bay Native population over the previous hundred years, since the arrival of the first Russian fur traders.<sup>6</sup> However, the losses to the Nushagak and Togiak areas and the rest of Bristol Bay during the worldwide influenza epidemic of 1918-19 were catastrophic. Entire families died, and many Native settlements, including Curyung, virtually disappeared. In 1918 the village of Kanakanak was said to have a population of about 250 people, most of whom died of influenza during the epidemic of 1918-1919.<sup>7</sup>

In 1920, the U.S. Government expanded its hospital at Kanakanak into an orphanage to provide shelter for the many young children orphaned by the epidemic. It has been reported that the epidemic left no more than 500 survivors in the Nushagak drainage.

The area's population began to grow as people of many nationalities came to work in the fisheries and canneries and began to settle in the area permanently, usually drawn by the rich fish and wildlife. Many local Alaska Natives can trace some of their ancestry to Russian, Asian and Scandinavian immigrants.

The Native Allotment Act of 1906 provided for conveyance of 160 acres of public domain to adult Natives. In the late 1960's, when people became aware of the Act, hundreds of parcels were claimed and have since been certificated in the Bristol Bay Region. The Alaska Native Claims Settlement Act was passed by Congress in 1971, and provided for the creation of the regional Native for-profit corporation, the Bristol Bay Native Corporation, and Choggiung Ltd., the Native for-profit village corporation. Choggiung Limited is the largest private landowner in Dillingham. However, the majority of the accessible and developable land in Dillingham is in Native Allotments.

For the past one hundred twenty five years, the commercial salmon fishing and canning industry has been a dominant influence on local culture and economy. In 2001, the state declared Bristol Bay an economic disaster area because of low salmon returns and historically low salmon prices. Subsequent seasons saw modest improvements in some portions of Bristol Bay, but both fish prices and numbers of fish returning were still well below historic levels. The decline of the area's main industry has led to a decline in the economy as a whole and out-migration as a

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<sup>5</sup> Branson, John and Tim Troll. *Our Story: Readings from Southwest Alaska, An Anthology*. Alaska Natural History Association. Anchorage, Alaska. 2006, pp123-137.

<sup>6</sup> Ibid. Selection 17, C.H. Williams; E.B. Robinson; J.c. Bell, "1919 Spanish Influenza Epidemic." p 129.

<sup>7</sup> *Alaska Natives and the Land*. 1968. Federal Field Committee for Development Planning in Alaska. Washington, D.C.: U.S. Government Printing Office; and *Alaska Diary, 1926-1931*. Hrdlicka, Ales, Lancaster, Pennsylvania, the Jacques Cattell Press. 1944. Pp. 353-379., in , 1985 City of Dillingham Comprehensive Plan. P. 18.

result. More recently, the fisheries have been recovering as prices for drift net and set net permits have increased and the prices for fish have rebounded.

Today, Dillingham is the largest community in Bristol Bay with 2,264 people, and is the government, service and transportation hub for the region. Dillingham provides access to Togiak National Wildlife Refuge, Wood-Tikchik State Park and Walrus Island State Game Sanctuary. Wild resources continue to be the economic engine in the Bristol Bay and Dillingham area, whether for commercial, subsistence or recreational purposes.

## Government

The Dillingham townsite was established by the U.S. Townsite Act of 1891 and surveyed in 1947. The City of Dillingham was initially incorporated as a second class city in 1963 and became a first class city in 1972. It has a council-manager form of government. The City Manager is responsible for all aspects of city business and reports to the Mayor and City Council. All departments and fund operations work under the direction of the City Manager.

The City Council is composed of six elected council seats and the elected mayor, each with three year terms. The School Board has five seats elected by the public and each seat is for a three year term. The Planning Commission is a seven member body and each seat is appointed by the City Council for three year terms.

The City provides many services including water/sewer, landfill, dock, small boat harbor, public safety, public works, fire/rescue, library, planning and senior center (see *Section Four: Community Utilities, Facilities, and Services* for more detail on city services and programs). The City of Dillingham has two public schools serving approximately 500 students.

Two Alaska Native Tribes have their seat of governance in Dillingham. In 1993, the Curyung Tribe and the Ekuk Tribe were among many recognized by the federal government as sovereign Alaska Native Tribes. The City, the Curyung Tribe and the Ekuk Tribe pride themselves on the good working relationship they share.

Both tribes run programs that complement the city's focus on infrastructure. They host programs in the areas of health, housing, environment and tribal affairs as well.

The Curyung Tribe has programs such as BIA roads, housing, environmental and recycling programs, a traditional use area conservation plan, wellness and capacity building programs, health and social service programs; a community liaison; youth activities; tribal children's service worker, a fuel cooperative and water and wastewater projects.

The Ekuk Tribe also runs a wide variety of programs: BIA roads, Native American Housing Assistance and Self-Determination projects such as fuel and utility programs, environmental projects, Charitable Gaming business, community liaison, youth activities, tribal health program, tribal energy projects, village health and social services, seasonal community well water service, equipment rental. Ekuk assists the

fishing industry by contributing toward the Salmon Research Genetic Project being done by ADF&G.

The Tribes have contributed to many infrastructure projects. Some of the more recent ones include: the reconstruction of Lil Larry Road, (formerly Tower Road); the All-Tide-Dock (with the village of Ekwok); the Marruliit Eniit Assisted Living Facility; the Dillingham Senior Center; the Bristol Bay Behavioral Health Center, the Bristol Bay Area Health Corporation Boiler Plant Facility, and the Valerie Larson Family Resource Center.

Other governmental agencies and service providers in Dillingham include:

- Alaska Court System
- Alaska Department of Community, Commerce and Economic Development
- Alaska Department of Fish and Game
- Alaska Department of Health
- Alaska Department of Transportation
- Alaska Division of Family and Youth Services
- Alaska Legislative Information Office
- Alaska Job Service
- Alaska Sea Grant Marine Advisory Program
- Alaska State Troopers
- Bristol Bay Area Health Corporation
- Bristol Bay Economic Development Corporation
- Bristol Bay Housing Authority
- Bristol Bay Native Association
- Alaska Legal Services (non-profit)
- Head Start
- Nushagak Cooperative
- Safe and Fear Free Environment
- University Alaska Fairbanks, Bristol Bay Campus
- UAF Marine Advisory Program
- U.S. Department of Agriculture
- U.S. Fish and Wildlife Service

## Population

As a hub city for the Bristol Bay region, Dillingham has generally had a more resilient population base than outlying areas. Between 1980 and 2000, the average annual growth rate of the population in Dillingham was around two percent. Between 1990 and 2000, Dillingham grew faster than the Bristol Bay region; its growth rate exceeded the greater Bristol Bay area growth rate by nearly one percent.<sup>8</sup> More recently, both the City of Dillingham and the greater Bristol Bay area have both lost population. Between 2000 and 2008, the average annual growth rate was less than -1 percent for the City of Dillingham and over -1 percent in the Bristol Bay region.

**Table 2.2 Population, 1980-2009**

Year	DLG Population	Annual Growth	Bristol Bay Population	Annual Growth
1980	1,563		-	
1990	2,017	2.6%	7,090	
2000	2,466	2.0%	8,003	1.2%
2008	2,347	-0.6%	7,352	-1.1%
2009	2,264	-3.54%	7,243	-1.48%

Source: City of Dillingham, Alaska DCCED, Alaska DOL&WD

Between 2008 and 2009 both areas again lost population; Dillingham lost at an annual rate of -3.5 % and the Bristol Bay area population at -1.5 percent.

These more recent population declines are likely caused by a combination of factors: declining employment opportunities particularly weakness in commercial fishing, a new generation's interest in more urban life, and increases in the cost of living particularly rising energy prices. The Alaska Department of Labor and Workforce Development has developed population projections that include the components of change (e.g. births, deaths, migration) and provide low, middle and high scenarios. However, these projections do not take into account economic trends or future development. According to the Alaska Department of Labor and Workforce Development, the population of the Dillingham Census area is projected, in the middle scenario, to reach 5,181 in 2020 and 5,408 by 2030.<sup>9</sup>

## Age

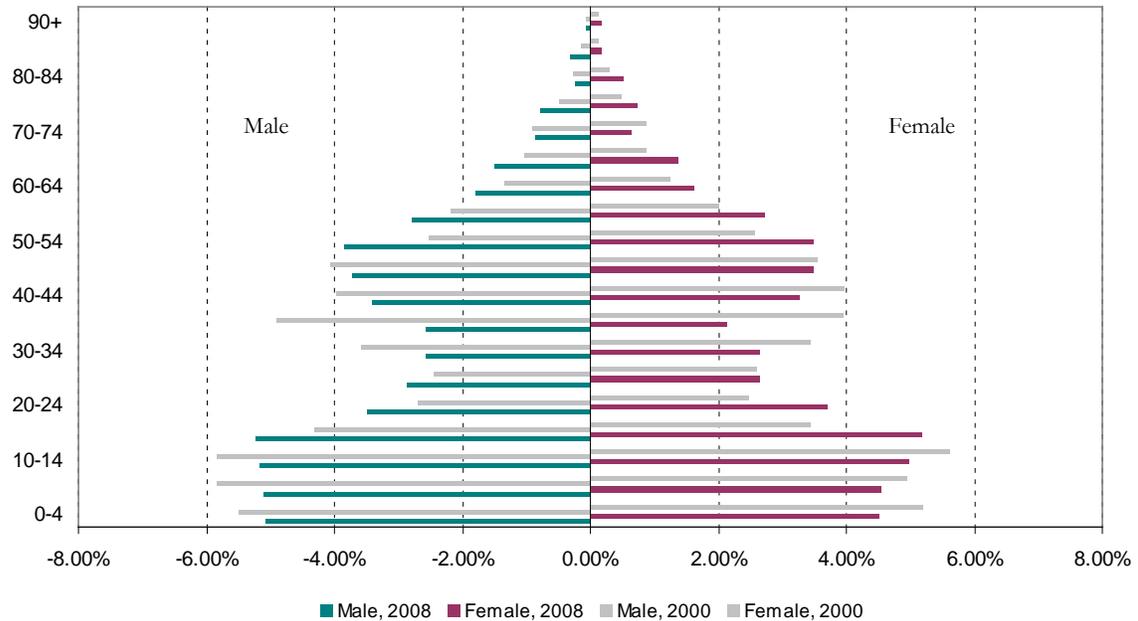
The Dillingham population is aging. Between 2000 and 2008, the percentage of the population 55 and over increased from 13 percent of the population to 16 percent of the population. The changes in specific age groups, roughly divided into the very young (age 0-4), school age (5-19), college/work (20-24), workers (25-59) and the elderly (60+), are significant. As is shown in table 2.3, there has been an increase in

<sup>8</sup> In this case, the greater Bristol Bay area includes the Dillingham Census Area and the Lake and Peninsula and Bristol Bay Boroughs.

<sup>9</sup> Source: <http://laborstats.alaska.gov>

the elderly population, as is the case elsewhere in the state and country. There was a significant drop in the working (25-59) age group and a small increase in the college/work (20-24) age group. The very young dropped slightly and school age population remained stable, as a percentage of the population. This drop in the prime workforce and increase of the older, 60+, age group, could lead to gaps in the local workforce. Long-range planning will be required to adapt to or alter this demographic shift.

**Table 2.3 Population Breakdown by Age Group in the City of Dillingham, Percent of Total Population, 2000 and 2008**

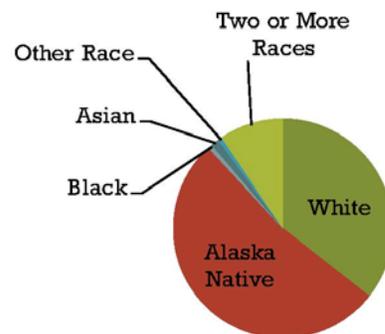


Source: Alaska Department of Labor and Workforce Development

## Race

In 2000, 70 percent of Dillingham’s population reported themselves as Alaska Native or part Alaska Native.<sup>10</sup> The non-Native portion of the population is predominantly White, but includes significant proportions of mixed-race individuals and smaller proportions of Asian and other race individuals.

**Figure 2.4 Race in Dillingham, 2000**



Source: DCCED

<sup>10</sup> Source: DCCED.

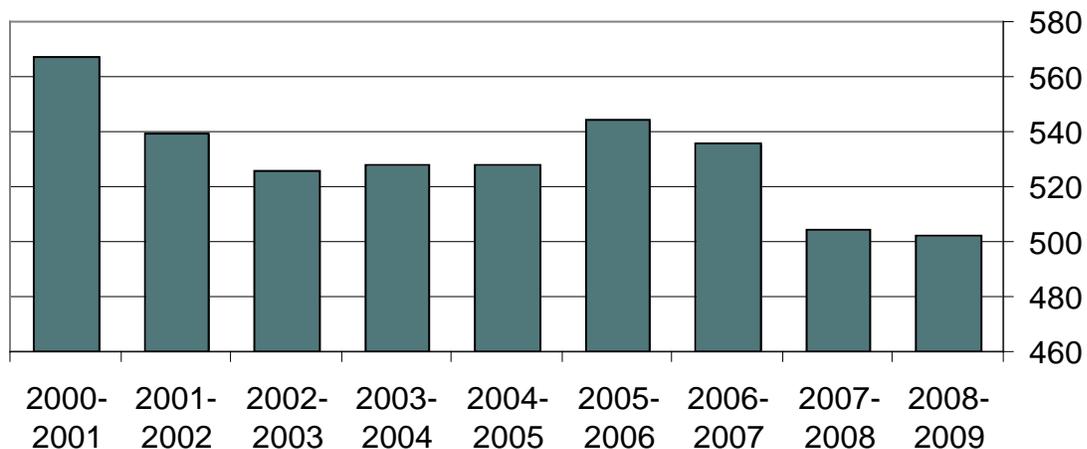
## Schools

As a first class city Dillingham is responsible for providing public school services, and operates two schools. Dillingham Elementary School serves pre-kindergarten through the 5th grade, and Dillingham Middle/High School serves grades 6-12. Enrollment in these two schools has gradually fallen between 2000 and 2008 (see Table 2.5). Decreasing school enrollment could be attributed to outmigration of working age residents with school-age children in their households. From 2000 to 2008, enrollment dropped from 567 to 508 for the Dillingham City Schools.<sup>11</sup>

The graduation rate for Dillingham Middle/High School is 50 percent compared to 63 percent statewide.<sup>12</sup> The percentage of the Dillingham Census Area population over 25 who are high school graduates is lower than the state average, with 76.6 percent for the Dillingham area and 88.3 percent statewide in 2000.

Dillingham has a relatively lower level of formal education compared to statewide averages. This could reflect a greater community orientation toward informal education and subsistence or other activities that do not require a formal high school education. As a school in a smaller rural community, offerings at the school system could be such that some students are deterred from pursuing or completing education. There may also be few local opportunities for the types of careers that would make a formal education attractive to Dillingham's youth. It may also be that the young people who do complete high school and go on to higher education attain jobs in other places and do not return to Dillingham.

**Table 2.5 School Enrollments, Kindergarten – 12th Grade, 2000-2008 for Dillingham School District**



Source: Alaska Department of Education, [www.eed.state.ak.us/stats](http://www.eed.state.ak.us/stats).

<sup>11</sup> Source: Alaska Department of Education, [www.eed.state.ak.us/stats](http://www.eed.state.ak.us/stats)

<sup>12</sup> Source: State of Alaska Department of Education and Early Development

**Table 2.6 Top 10 Employers in Dillingham<sup>13</sup>**

Bristol Bay Area Health Corporation  
Bristol Bay Native Association  
Dillingham City School District  
Bristol Bay Housing Authority  
State of Alaska – Excluding University of Alaska  
The City of Dillingham  
Omni Enterprises, Inc.  
University of Alaska  
Nushagak Electric & Telephone Coop, Inc.  
Alaska Commercial Co.

Source: Alaska DOL&WD, Research and Analysis Section

the Dillingham area in general is aging. Workers over the age of 50 make up over 20 percent of the workforce in six industries.<sup>16</sup> Industries that tend to attract younger workers are natural resources and mining, trade, transportation and utilities, professional and business services, and leisure and hospitality.<sup>17</sup> However, many of these industries provide a lower than average monthly wage. For example, leisure and hospitality (\$1,355) and trade, transportation and utilities (\$1,795) are industries which earn less than the average monthly wages for the Dillingham Census Area in 2008 (\$2,770).<sup>18</sup>

Employment in Dillingham is largely based on state, regional and local (City and Tribal) government. The largest employer in the area is the Bristol Bay Area Health Corporation followed by Bristol Bay Native Association and the Dillingham City School District (see Table 2.6). If Dillingham’s youth and young adults are to replace the aging workforce in higher paying positions, local entities must work together to

## Workforce

The local labor force in Dillingham (those aged 16 and above) numbered 1,648 people in 2008<sup>14</sup> and of those 1,173 were currently working (approximately 71 percent of the available workforce): 773 in the private sector, 91 in state government and 309 in local government.<sup>15</sup>

Table 2.7 shows the number employed, average monthly wage and percent of workers over 50 for many of the local industries. The workforce in these sectors like population in

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<sup>13</sup> The specific numbers of employees was not available from the DOL&WD due to restrictions of confidentiality.

<sup>14</sup> Source: ADOL&WD

<sup>15</sup> Source: ADOL&WD

<sup>16</sup> The percentage of the population, in 2008, between the ages of 50 and 65 was approximately 16 percent of the population. Industries that have significantly more are heavily weighted to an older workforce.

<sup>17</sup> These industries have a much higher percentage of workers under 50. Natural resources and mining, less than 10 percent, trade, transportation and utilities, 20 percent, professional and business services, 15 percent, and leisure and hospitality, 25 percent, all have low percentages of workers under 50. Several industry areas have percentages of workers over 50 that are between 30 and 45 percent, e.g. state government, education and health services.

<sup>18</sup> Source: ADOL&WD.

give young people the necessary skills to compete for opportunities created as older workers retire and leave the workforce.

**Table 2.7 Industry Information for Dillingham Census Area**

Industry (not inclusive) Information for Dillingham Census Area	Residents of the Census Area (2008)		Average Monthly Wages (2009)
	Number employed	% of workers over 50	
Average Industry Wage			\$2,770
Local Government	868	30%	\$2,250
Educational & Health Services (including Hospitals)	387	32%	\$4,189
Trade, Transportation and Utilities	324	20%	\$1,795
State Government	109	43%	\$4,491
Financial Activities	99	28%	\$3,265
Leisure and Hospitality	48	25%	\$1,355
Federal Government	46	-	\$4,589
Professional and Business Services	39	15%	\$2,801

Source: ADOL&WD via <http://labor.alaska.gov/research/ee/ee20091.pdf>

## Income

The per capita personal income for the Dillingham Census Area was \$33,380 in 2007. This figure is below both the state (\$40,042) and national (\$38,615) averages (see Table 2.8).<sup>19</sup> The per capita income for Dillingham Census Area in 2007 was 86 percent of the national average; a drop from 1997 when the area was 92 percent of the national average.<sup>20</sup> The median household income in 2008 for the state (\$67,332) was above the national average (\$52,029) while Dillingham Census Area (\$50,827) was below.<sup>21</sup>

<sup>19</sup> Income figures comparing rural Alaskan locations to the state as a whole or the nation may be misleading. Residents living in rural Alaska are much more likely to be employed in seasonal or part-time work and engaged in subsistence activities (non-cash) so portions of the year, leading to lower than average annual income. This is less true in rural hubs, such as Dillingham, but should be kept in mind when reviewing these figures.

<sup>20</sup> Source: [www.bea.gov](http://www.bea.gov)

<sup>21</sup> Source: U.S. Census Bureau. Household income, as defined by the U.S. Census Bureau, is the sum of money income received in the calendar year by all household members 15 years old and over, including household members not related to the householder, people living alone, and other nonfamily household members. Included in the total are amounts reported separately for wage or salary income; net self-employment income; interest, dividends, or net rental or royalty income or income from estates and trusts; Social Security or Railroad Retirement income; Supplemental

Personal income comprises a number of sources including net earnings, dividends<sup>22</sup> and transfer receipts. Over the past decade, earnings and dividends have gone down and transfer receipts have increased. Personal transfer receipts are payments to individuals from federal, state and local governments and by businesses for which no service was performed (e.g., retirement, disability, etc). These were substantially higher in the Dillingham Census Area than the state average. Reasons for this could include a growth in retirement and disability payments as the population ages, or the replacement of employment income with federal or state benefits, as employment opportunities decrease.

Personal income growth can be an indicator of economic health, as it measures future spending. When areas are in periods of recession, consumers stop spending which drives down income growth. Based on this reasoning, the data shown in Table 2.8 appear to indicate that Dillingham is growing more slowly than the rest of the state and nation.

**Table 2.8 Total Personal Income, Dillingham Census Area**

Total Personal Income	1997	2007
Net Earnings	71.2%	69.0%
Dividends, interest, and rent	12.4%	10.1%
Personal Current Transfer receipts	16.4%	20.9%

Source: www.bea.gov

However, in Dillingham, as in many other rural communities, the picture is more complex. Because it is a relatively small, rural community, there is less retail and fewer services in Dillingham – basically, fewer local opportunities to spend money. Cash earnings are likely to be spent on goods or services that are imported (e.g., ordered off the Internet, bought on a trip to Anchorage), which does little to benefit the economic health of the city or the region.

Dillingham (like all communities of the Bristol Bay region) has a significant subsistence economy. A comprehensive household survey in 1984 found that 98% of all households in Dillingham used wild foods and the whole community produced 242 pounds per capita of wild fish, meat, greens and berries.<sup>23</sup> With fewer local incentives to spend money and a strong tradition of subsistence activities to supplement or form the basis of individual or household needs, there could be less

Security Income (SSI); public assistance or welfare payments; retirement, survivor, or disability pensions; and all other income.

<sup>22</sup> As defined by the U.S. Census Bureau: Interest, dividends, or net rental income includes interest on savings or bonds, dividends from stockholdings or membership in associations, net income from rental of property to others and receipts from boarders or lodgers, net royalties, and periodic payments from an estate or trust fund.

<sup>23</sup> ADF&G, “Patterns of wild resource use in Dillingham: hunting and fishing in an Alaskan regional center,” Technical Paper 135. James A. Fall, Janet C. Schichnes, Molly Chythlook, and Robert J. Walker.

incentive for workers to earn money in the first place. Given these dynamics, formal sector indicators such as personal income growth are an incomplete measure of actual prosperity.

## Cost of Living

Rural Alaskan communities like Dillingham face steadily increasing costs for everything from fuel, to groceries, travel and building materials. For example, petroleum prices, which have increased throughout the world, have grown even more dramatically in Dillingham. Costs at the pump have stayed in the \$5.50-\$6.00 a gallon range in recent months. The high cost for petroleum products ripples through the entire economy, impacting the costs of transporting goods, heating homes and generating electricity.

The State of Alaska most recently updated its intrastate cost differential study in 2008.<sup>24 25</sup> The table at right presents this information, comparing the cost of living in Dillingham to other locations in Alaska. In the study, Anchorage is used as the base. Dillingham's 1.37 index number means costs in Dillingham are 137 percent as high as in Anchorage. Alaskan communities off the road system have become even more expensive relative to Anchorage than they were the last time this study was done, in 1985.

**Table 2.9 Geographic Cost of Living Differentials, 2008**

Community	Differential
Anchorage	1.00
Homer	1.01
Ketchikan	1.04
Petersburg	1.05
Valdez	1.08
Cordova	1.13
Sitka	1.17
<b>Dillingham</b>	<b>1.37</b>
Nome	1.39
Barrow	1.50
Bethel	1.53
Unalaska/Dutch Harbor	1.58
Kotzebue	1.61

Source: Alaska DOL&WD

## Economy

The primary sectors of the Dillingham economy include commercial fishing, subsistence activities, government, service sector employment, and tourism.

Information on each of these sectors is presented below.

<sup>24</sup> The report, conducted by McDowell Group, updated the 1985 study. Full results are available on the Alaska Department of Administration website, under Alaska Geographical Differential Study, under Quick Links.

<sup>25</sup> Data was gathered from 2,547 household surveys in 74 communities, 634 retail outlet surveys in 58 communities.

## Commercial Fishing

Salmon fishing has been the mainstay of the Dillingham area cash economy for over a century and the lifeblood of the subsistence economy for many centuries prior to the opening of the first canneries. After several disastrous years due to a crash in prices and low returns in the late 1990's, employment in the fishery is stabilizing and the value of the harvest is increasing. Renewed efforts to add value to the raw resource through improved handling and processing and expedited transport to markets may strengthen these trends in future years.

**Table 2.10 Annual Catch and Value of Commercial Salmon Fishery, Sockeye Salmon**

2009	30,899	182,307	\$0.70	\$127,615
2008	27,756	163,758	\$0.68	\$111,355
2007	29,463	171,178	\$0.62	\$106,131
2006	28,726	165,200	\$0.55	\$91,000
2005	24,508	152,261	\$0.60	\$91,484

Source: Alaska Department of Fish & Game

An overview of the commercial fishing catch and permit activity is given in Tables 2.10 and 2.11. As is shown in Table 2.11, there is a significant gap between the earnings of resident and non-resident permit holders.

In 2007, the U.S. Forest Service Research Division published a paper entitled, *Economics of Wild Salmon Ecosystems: Bristol Bay, Alaska*. The paper estimates the economic value of wild salmon ecosystems in the Bristol Bay watershed, including subsistence, commercial fishing, sport fishing, hunting, non-consumptive wildlife viewing and tourism. The region includes the Dillingham Census Area, Bristol Bay Borough and a large portion of the Lake and Peninsula Borough. The estimated direct expenditures were \$234.4 million in 2005 for commercial fishing and processing. The report also found that nearly 100 percent of the private basic sector and 5,540 full-time equivalent (FTE) jobs in Bristol Bay are supported by the estimated \$324 million direct economic impact associated with wild salmon.<sup>26</sup> Of these jobs, an estimated 1,598 are held by local residents of Bristol Bay, 1,829 by on-local Alaskans and 2,110 by nonresidents. Three-fourths of these jobs are in the commercial fish sector, and much of the rest in recreation.<sup>27</sup>

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<sup>26</sup> Source: Duffield, et al. *Economics of Wild Salmon Ecosystems: Bristol Bay, Alaska*. USFS-Research Division. 2007.

<sup>27</sup> Source:

<http://www.bbna.com/PureBristolBay/Economics%20of%20Wild%20Salmon%20Ecosystems%20in%20Bristol%20Bay%202-23-2007.pdf>

**Table 2.11 Permit and Earnings Activity, Resident and Non-Resident, 2004-2008**

Year	Residency	Total Permits Issued/Renewed	Total Permits Fished	Average Pounds	Average Gross Earnings
<b>Drift Net</b>					
2009*	Resident	870	665	89,875	\$59,697
	Nonresident	993	779	124,211	\$84,502
2008	Resident	887	706	78,548	\$55,262
	Nonresident	976	763	109,648	\$80,111
2007	Resident	884	693	89,075	\$55,952
	Nonresident	978	775	118,911	\$76,568
2006	Resident	898	709	90,213	\$55,472
	Nonresident	962	766	116,913	\$74,066
2005	Resident	902	700	78,895	\$46,028
	Nonresident	960	747	107,561	\$64,711
2004	Resident	911	678	79,194	\$38,941
	Nonresident	949	733	105,765	\$53,571
<b>Set Net</b>					
2009*	Resident	674	567	39,882	\$27,031
	Nonresident	309	276	47,104	\$32,389
2008	Resident	678	575	34,963	\$24,102
	Nonresident	302	275	36,451	\$25,808
2007	Resident	676	566	37,301	\$23,115
	Nonresident	307	269	40,216	\$25,340
2006	Resident	693	579	32,459	\$18,698
	Nonresident	292	265	32,434	\$19,415
2005	Resident	697	571	35,153	\$20,197
	Nonresident	291	258	38,604	\$22,736
2004	Resident	708	541	27,687	\$13,370
	Nonresident	287	254	35,501	\$17,443

\* Data are preliminary.

Source: Alaska Commercial Fisheries Entry Commission

## Tourism

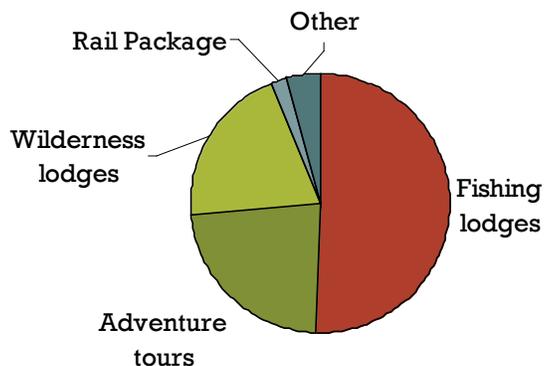
The Alaska Visitor Statistics Program (AVSP) report for summer 2006 shows that 3.3 percent of Alaska visitors (approximately 54,000) visited Southwest Alaska (includes Y-K Delta, Bristol Bay and Kodiak). Kodiak received 20,000 of those visitors, with the remaining 34,000 visiting the Y-K Delta or Bristol Bay, coming through Bethel or Dillingham. While one of the least visited regions in the state, visitors stayed the longest, with an average of 7.3 nights while the Interior had the shortest with 4.3 nights.

Sport fishing and hunting remain the dominant reasons travelers visit Bristol Bay and the Dillingham region. There are approximately 100 lodges in the greater Bristol Bay area, providing services ranging from high-end daily air service to remote sites, to more rustic accommodations and boat based services. Wildlife viewing and to a very limited degree, sightseeing and culture are secondary draws in the region. While a significant amount of money is spent by travelers to Bristol Bay, and Dillingham benefits by spending at local restaurants, hotels and B&Bs, a relatively small percentage of total visitor spending stays in the region. The majority of tourism businesses are held and operated by people from outside the Bristol Bay region.

The AVSP also examines the activities of these visitors while they were in Alaska. Of the visitors to Southwest Alaska, 47 percent purchased multi-day packages. These packages were for a variety of activities, 50 percent fishing lodges, 23 percent adventure tours, 20 percent wilderness lodges. Visitors to Southwest were the most likely out of all the regions to have already been to Alaska for vacation, with 66 percent repeat visitors. No other region in the state was above 50 percent.<sup>28</sup>

Employment in the Dillingham Census Area in the leisure and hospitality sector can also be used as a proxy for tourism when direct measures are not available. Employment in this sector has risen every year since 2004 with the exception of 2008. The 2008 decline could be due to the national economic recession that occurred that year.

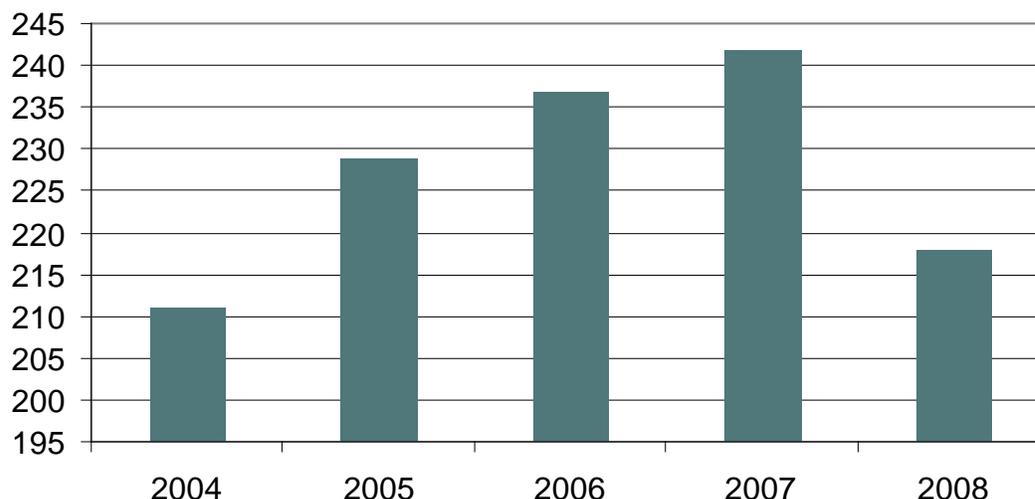
**Figure 2.12 Activities of package visitors in Southwest Alaska, 2006.**



Source: <http://www.commerce.state.ak.us/oed/toubus/pub/AVSPSummer2006Final.pdf>

<sup>28</sup> Source: <http://www.commerce.state.ak.us/oed/toubus/pub/AVSPSummer2006Final.pdf>

**Table 2.13 Employment in Leisure and Hospitality Sector in Dillingham Census Area, 2004-2008**



Source: [www.bea.gov](http://www.bea.gov)

The impact that ecosystem-based tourism in Bristol Bay (hunting, sport fishing, wildlife viewing) has on the Dillingham economy was also estimated in the paper mentioned above, *Economics of Wild Salmon Ecosystems: Bristol Bay, Alaska*. The estimated direct expenditures were \$61 million for sport fishing, \$17.1 million for wildlife viewing, and \$7.2 million for subsistence-related expenditures and \$12.4 million for sport hunting. These were contributions to the local economy in addition to the jobs held in industries supporting these ventures.

## Transportation

Though it is the transportation hub for the Bristol Bay region, Dillingham can only be reached by air or sea, making its ports and airports vitally important to the livelihood of the city. The city is served by two major passenger air carriers and numerous charter and inter-area passenger air carriers. There are approximately 180 miles of roads in the Dillingham Census Area, a majority of these unpaved. The City of Dillingham has 45 miles of roads, a City-operated small-boat harbor, a heliport at the hospital, and receives scheduled barge traffic from two barge lines from Seattle.<sup>29</sup>

### Airport

Regular, scheduled jet and prop plane service to and from Dillingham is available at the state-owned Dillingham Airport. Dillingham is also served by a seaplane base owned by the Bureau of Land Management, Division of Lands. Enplanement data for the Dillingham airport from 2001-2008 is shown in Table 2.14. These data show a

<sup>29</sup> Source: <http://www.swamc.org/files/stories/pdf/08-infrastructure.pdf> and Alaska DCCED.

general downward trend in the number of passengers, with the exception of a 39 percent jump in the number of trips taken in 2003.

**Port**

Like many communities in Alaska, marine transportation is vital to Bristol Bay and Dillingham. Ports operate with the goal of distributing goods and services to the region’s communities and are key transfer points in the distribution chain for goods and services. Dillingham operates two docks for the distribution of cargo and freight. The harbor is also important for the large commercial fishing fleet that operates out in Bristol Bay. The waterfront chapter provides more information on port and dock facilities.

**Table 2.14 Enplanement at Dillingham Airport, 2001-2008**

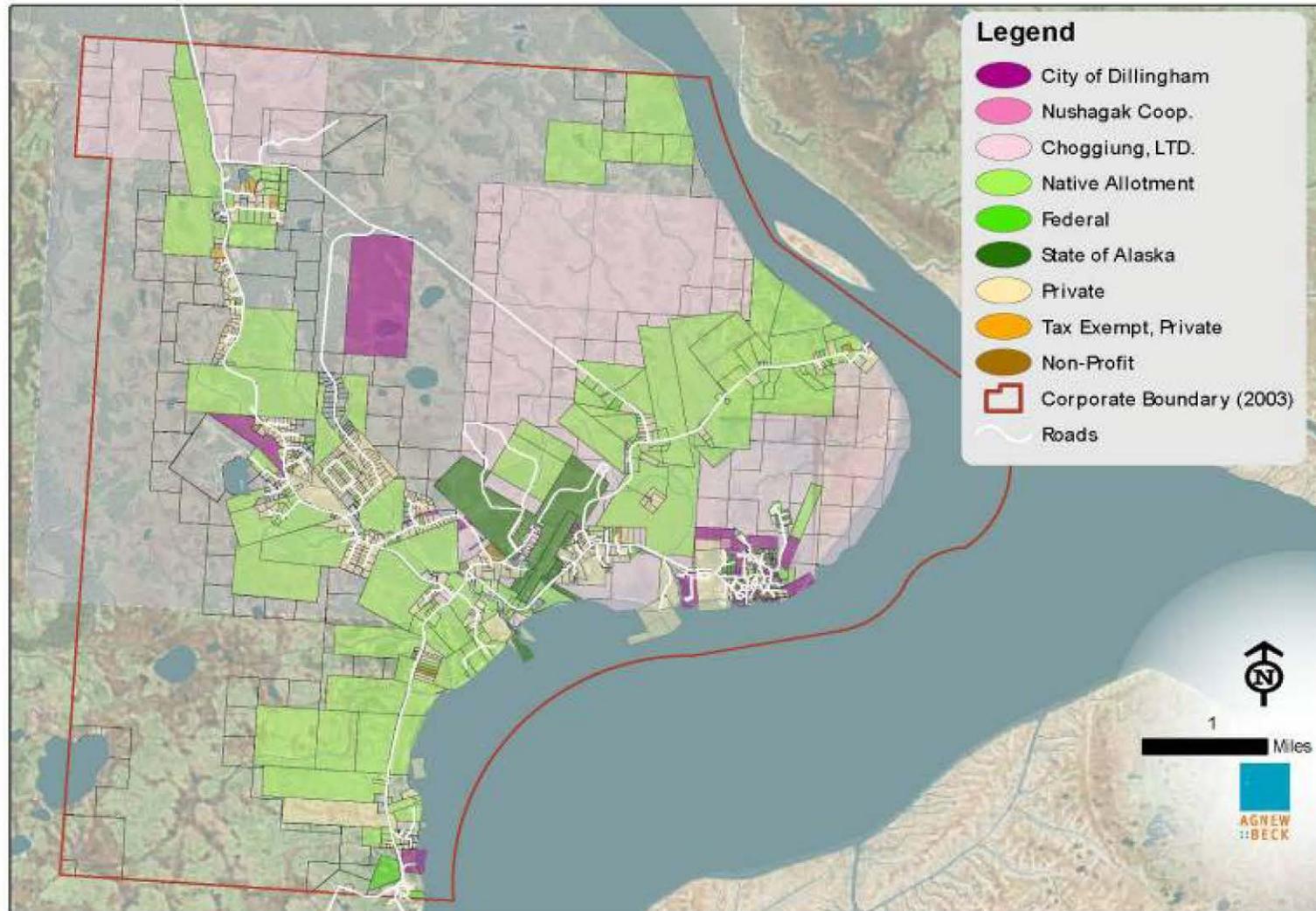
Year	DLG Enplanement	Percent Change
2001	37,545	--
2002	34,746	-8 %
2003	48,168	39%
2004	46,311	-4%
2005	42,979	-7%
2006	43,420	1%
2007	42,617	-2%
2008 (preliminary)	32,093	-25%

Source: FAA,  
[http://www.faa.gov/airports/planning\\_capacity/passenger\\_allcargo\\_stats/passenger/index.cfm?year=all](http://www.faa.gov/airports/planning_capacity/passenger_allcargo_stats/passenger/index.cfm?year=all)

**Land Use**

Dillingham encompasses 33.6 sq. miles of land and 2.1 sq. miles of water. As the map (Map 2.15) on the following page shows, a large percentage of the road accessible, developable land in the City of Dillingham is held as Native Allotments. Other major landowners include the Choggiung Limited, the City of Dillingham, and the State of Alaska.

Map 2.15 Dillingham Land Ownership

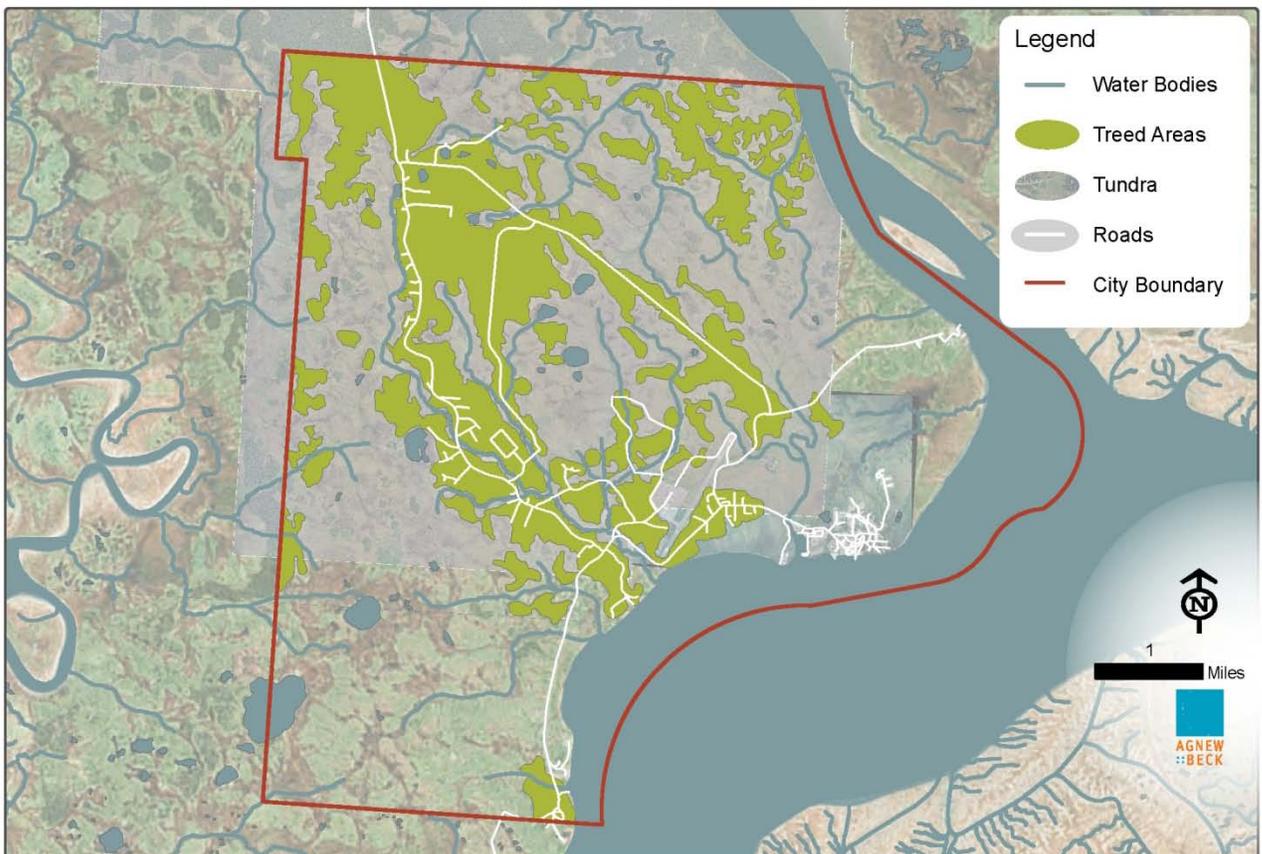


## Physical Environment

Dillingham lies along the shores of the Nushagak and Wood Rivers, at the edge of Bristol Bay. The community has a principally maritime climate, with cool, often wet summers, although at times the more arctic climate of the interior also affects the Bristol Bay coast. Average temperatures range from 37 and 66 degrees Fahrenheit in the summer to 4 and 30 degrees Fahrenheit in the winter. The Nushagak River remains wholly ice-free from roughly May through November.

Dillingham's subsurface lands are largely made up of sand, silt and clay deposits from the last glacial expansion. The currents and seas have made the area's shoreline a dynamic place. Today Dillingham lies in an area of irregularly shaped glacial moraine knolls and ridges separated by expanses of muskeg and lakes.<sup>30</sup> These knolls and ridges, 50 to 100 feet above the surrounding areas, create a pattern of land, almost like islands, with limited areas of better drained, developable property rising above a "sea" of poorly drained, wet lowlands. Map 2.16 illustrates the general pattern of wetlands and uplands in the area.

**Map 2.16 Physical Environment**



<sup>30</sup> Source: *Dillingham Small Boat Harbor Upgrades*, Draft. April 2009. Bristol Environmental & Engineering Services Corporation

## Energy

In Dillingham, all forms of transportation run on petroleum products, electricity is generated with diesel, and most homes are heated with heating oil. All these fossil fuels must be imported to Dillingham, as in most of rural Alaska. The additional cost of transportation affects not only the price of these fuels, the combination of high energy costs and transportation costs greatly impact the overall cost of living in remote communities.

The increasing cost of energy in Alaska, specifically in rural areas, has been the subject of much discussion. According to the University of Alaska's Institute of Social and Economic Research, in 2006 rural residents spent approximately 9.9 percent of their total income for energy related expenses, an increase from 6.6 percent in 2000.<sup>31</sup> Summer of 2008 saw a spike in energy prices across Alaska, but one that hit rural Alaska communities hardest. A 2008 ISER study<sup>32</sup> found that, at May 2008 energy prices, with 1999-2000 consumption levels, a household in rural Alaska<sup>33</sup> could expect to pay an annual energy bill (combined heating fuel, electricity and gas) of about \$7,600. For the lowest income households in rural Alaska (those earning \$28,715 or less each year), energy prices were estimated to consume up to 47 percent of their yearly household earnings. For Anchorage households, the annual energy bill under the same conditions was estimated at \$2,700, and for Alaska communities on the road system, costs fell somewhere in between.

High energy costs have a great impact on the viability of manufacturing and other industries, and raise the operating costs for all business and organizations. Recent price increases for diesel, heating oil and gas in Dillingham have spurred several entities in Dillingham, discussed in the Energy chapter, to explore renewable sources of energy.

The cost of energy affects other aspects of community life as well. Planning local land use in ways that decrease energy consumption, upgrading existing structures and adopting an energy efficient building code for new construction will create savings for residents. Another option to explore is the use of "Smart Grids."<sup>34</sup> A smart grid offers two ways to help address energy issues. First, by charging higher rates for electricity at peak use times, smart grids create incentives to shift energy use to off-peak hours, reducing the need for peak demand generating capacity. Secondly, smart grids allow individual homes and businesses to generate power, for

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<sup>31</sup> Source: [http://www.iser.uaa.alaska.edu/Publications/Fuelcost\\_viability\\_final.pdf](http://www.iser.uaa.alaska.edu/Publications/Fuelcost_viability_final.pdf). As a comparison, Anchorage residents spending on utilities over the same period increased from 2.6 percent to 3.1 percent of income.

<sup>32</sup> Saylor, Ben, Sharman Haley, and Nick Szymoniak, *Estimated Household Costs for Home Energy Use*, May 2008 (Revised June 24, 2008).

<sup>33</sup> In this case, rural Alaska is defined as the remote communities off the road system.

<sup>34</sup> A smart grid is a modernization of the transmission and distribution aspects of the electrical grid. These changes can happen at the customer level, the distribution grid level, or at the transmission grid level. Two options are mentioned in this report. More information is available from the U.S. Department of Energy in their publication *The Smart Grid: An Introduction*, [http://www.oe.energy.gov/DocumentsandMedia/DOE\\_SG\\_Book\\_Single\\_Pages\(1\).pdf](http://www.oe.energy.gov/DocumentsandMedia/DOE_SG_Book_Single_Pages(1).pdf)

example using wind, and sell this electricity back to the system, which helps reduce reliance on imported fuels. Tackling the cost and use of imported energy will be a transition that is both essential and difficult, because Dillingham is heavily invested in energy systems based on imported fuel.

As pointed out in the ISER study, these increases in energy prices could be devastating to rural Alaskan communities with lean cash economies. When the cost of living increases, it causes some of the residents with enough money to migrate to other communities with lower living costs and more job opportunities. Those residents who are left bear the cumulative impact of a rising cost of living coupled with declining populations and contracting local economies. Although state intervention mitigated the effects of the 2008 spike in energy prices and individuals have found ways to cope with persistently high fuel prices, it will be critical for Dillingham and other rural Alaska communities to ensure a stable, affordable source of energy for future generations.



# COMMUNITY VISION, STRENGTHS & GOALS

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## Community Vision Statement

Over the next 20 years, the people and organizations with a stake in the future of Dillingham – residents young and old, business and property owners, non-profit organizations, tribal governments and corporations, local, state and federal agencies and others – will actively work together to guide the improvement of Dillingham, as a place to live, work and visit. Dillingham will need to overcome significant challenges in order to grow its economy and attract and retain residents. To do this will require working together toward:

- A more manageable cost of living, focused on reducing energy costs;
- More diverse housing options, and more housing within the purchasing power of young families, single people, school teachers, and others with modest incomes;
- A vital business environment, offering more job and entrepreneurial opportunities, particularly for young people;
- A thriving harbor and port that positions Dillingham as the home of the Bristol Bay commercial fishing fleet and provides infrastructure for value-added processing and shipping of high quality fish products;
- A bustling, attractive, walkable downtown, a place residents will be proud of and visitors will enjoy;
- A well planned and managed system of public infrastructure; an efficient system of roads, sidewalks and trails, so people of all ages can get around conveniently and safely by a variety of means;
- Excellent public recreation opportunities, including trails, parks and open spaces, and better places for indoor recreation;
- A healthy community that works together to promote positive behaviors with a range of human services and supports to meet local needs;
- An excellent primary and secondary educational system that prepares our youth for the future
- A sustainable community that protects and celebrates its out-the-backdoor access to a healthy, natural environment, including groundwater and surface waterways, wetlands and subsistence areas; development that is designed and located to fit compatibly with natural systems;
- A community that respects and maintains its traditions while looking ahead to respond to the challenges and opportunities of the future.

## Community Strengths

Dillingham has a number of important strengths and shared values from which to draw. The following list was developed by the Community Wellness work group.

- Family and cultural connections: a close community
- Strong sense of history and culture: Elders who teach about the past
- Active in the outdoors: subsistence, recreation, exploration and, commercial fishing
- Art, culture and community events that bring people together
- Community organizations that work together: history of strong collaboration and cooperation among groups and agencies
- Caring community that reaches out to those in need
- Excellent emergency response in a crisis
- Families, schools and other organizations help raise our children and youth to take advantage of opportunities for the future
- Growing our community: attracting young people, creating jobs, living sustainably (local energy, local food, local economy)
- Organized, active community groups focused on primary prevention and effective interventions: promoting our strengths rather than focusing on our weaknesses
- Building youth leadership capacity and providing youth with meaningful roles in community life

## Summary of Goals

### Land Use and Housing

*Overarching Goal:* Guide the physical development of Dillingham, responding to the elements outlined in the community vision, including strengthening the economy, protecting the natural environment, and enhancing the quality of daily life.

- GOAL 1: Improve the safety and appearance of downtown; cluster and mix retail, office, lodging, public facilities, higher density housing and other uses to create a more vital business district; encourage walking and reduce costs for providing public services.
- GOAL 2: Establish a generalized plan for future land use in Dillingham identifying, in broad terms, areas intended for various groups of uses.
- GOAL 3: Encourage a greater variety and number of housing types and sizes in Dillingham, including more housing for young families, single people, school teachers and other workers.
- GOAL 4: Encourage quality subdivision planning and development to improve access and utility provision to lots, and to protect the environment.
- GOAL 5: Encourage land use practices that conserve energy and maintain or reduce costs for providing public services at three scales: city-wide, subdivision, and individual homes.
- GOAL 6: Allocate land for industrial, institutional and commercial development to support economic and community development and minimize conflicts with other uses.
- GOAL 7: Ensure that existing and future land uses protect the natural environment to maintain:
  - Clean surface water: keep water bodies free from septic pollution, hydrocarbons, and non-point source pollution such as fertilizers;
  - Clean well water;
  - Healthy subsistence areas;
  - Clean air: discourage air polluting industries and monitor pollution from wood burning heat sources;
  - Natural beauty: landscape features and access to views that accentuate the beauty of the land and water;
  - Dark night skies: Minimize light pollution (for example, direct street lights downward; street lights should be energy efficient), and
  - Quiet: minimize noise pollution.

- GOAL 8: Prepare development guidelines and regulations to protect property values and neighboring land values. Enforce regulations fairly and uniformly.
- GOAL 9: Develop parks, open space, and recreation.

## Transportation

*Overarching Goal:* Develop and maintain an integrated transportation system that provides a range of safe and efficient ways to move people and goods within, as well as in and out of Dillingham; provide for both utilitarian needs such as access to jobs, schools, services and facilities, subsistence resources, and for recreation and health.

- GOAL 1: Bring together the parties with primary responsibility for transportation planning and funding, to jointly develop near and long-range transportation plans.
- GOAL 2: Improve the system of roads, docks and harbors, and airports to meet current and anticipated future needs, minimize maintenance costs, and to minimize potential conflicts between transportation and other community goals.
- Goal 3: Identify, reserve and improve an integrated system of sidewalks, trails and transit to provide safe and attractive alternatives to traditional private vehicles, both for traveling within Dillingham, and connecting to surrounding villages. More actively manage sidewalk and trail use to increase safety and reduce environmental impacts.
- Goal 4: Improve downtown circulation; create a safer, more efficient and more enjoyable place for pedestrians, cars, trucks, ATVs and snowmachines.
- Goal 5: Refine subdivision access standards to ensure that quality roads and trails are in place to meet future transportation needs.

## Waterfront

*Overarching Goal:* Develop the waterfront as the active edge of Dillingham, a gateway to the region; the base for the commercial fishing industry, the anchor of the local economy; a vital subsistence area; and, an open space and recreational resource for residents and visitors. Create a functional, safe, interesting place for a diverse mix of activities amidst a dynamic landscape impacted by tides, ice and erosion.

- GOAL 1: Strengthen and diversify Dillingham’s economy by developing infrastructure to support waterfront commercial and industrial activities, in particular, actions that create more local benefit from commercial fishing, and improve access to local services and businesses.
- GOAL 2: Improve access to and from the waterfront for fish, freight, and commerce
- GOAL 3: Take full advantage of Dillingham’s waterfront both where it is a “working waterfront” and where it is less developed, as an important amenity for residents and visitors.
- GOAL 4: Better understand, monitor and respond to waterfront natural hazards, including shoreline erosion.
- GOAL 5: Train workforce and create jobs in the marine industry.

## Economic Development

*Overarching Goal:* Diversify and strengthen Dillingham’s economic base to ensure a prosperous future for the community’s residents while protecting the health of the environment.

- GOAL 1: Increase the role of commercial fisheries in our economy.
- GOAL 2: Support efforts to educate the local workforce and to provide opportunities for living-wage employment.
- GOAL 3: Grow local businesses and industries.
- GOAL 4: Support efforts that strengthen local capacity to deliver and expand community services.
- GOAL 5: Support policies that promote energy efficiency and conservation.
- GOAL 6: Maintain and protect subsistence harvest areas and the subsistence economy.
- GOAL 7: Substantially improve the appearance and attractions of downtown Dillingham to make this a more desirable destination for visitors and for residents.
- GOAL 8: Strengthen Dillingham’s position as a premier tourism destination.

## Energy

*Overarching Goal:* Reduce energy consumption and costs to decrease the cost of living, facilitate diverse economic development, and ensure Dillingham's viability into the future.

- GOAL 1: Reduce energy consumption.
- GOAL 2: Develop new, alternative energy sources and innovative methods to reduce the cost of energy.
- GOAL 3: Reduce reliance on costly imported goods; increase production and reliance on local resources.

### **Community Wellness and Education**

*Overarching Goal:* All Dillingham residents and organizations will work together to overcome economic and health disparities; to promote positive development and empowerment for children and youth; and, to support healthy, productive lives for adults and Elders.

- GOAL 1: Promote cultural awareness, social connectedness and physical health.
- GOAL 2: Promote positive development and empower all community members through education to lead healthy and productive lives.
- GOAL 3: Increase the integration of the public health and educational systems. Focus on promoting health, preventing disease, and using rehabilitative treatment to maximize functioning; reduce interpersonal violence and teen pregnancy, prevent suicide, reduce substance abuse, and address mental and behavioral health issues.

### **Public Facilities and Services**

*Overarching Goal:* Develop and maintain sustainable public facilities and services to support community and economic development for Dillingham residents and improve the quality of life.

- Goal 1: Identify and secure adequate, ongoing revenue to operate and maintain community facilities, services and equipment.
- Goal 2: Develop and maintain areas and facilities for indoor and outdoor recreation.
- Goal 3: Develop and maintain new facilities to meet the needs of Dillingham residents.